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ABSTRACT

Universalization of primary education (UPE) is one of the major priority goals of all countries in the region of Asia and the Pacific. The developing countries are now engaged extensively in the formulation and implementation of policies, plans, and programs aimed at making adequate and suitable opportunities for primary education available to all children as soon as possible. Lower participation rates of girls in primary education is seen as one of the main obstacles to achieving full universalization of primary education in some of the countries of the region. This volume, one of a series that provides a comparative view of the position of UPE and its progress focuses on Pakistan with particular reference to girls' enrollment and participation in primary education. The five chapters in this volume include: (1) methodology; (2) review of literature; (3) presentation of data; (4) educational innovations at primary level; and (5) conclusions. A number of tables displaying data appear throughout this volume. (DB)

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Universal Primary Education for Girls

Pakistan

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FOR [illegible]D [illegible] PACIFIC
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Pakistan

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PREFACE

Universalization of primary education (UPE) is one of the major priority goals of all countries in the region of Asia and the Pacific. The developing countries in particular, are now engaged extensively in the formulation and implementation of policies, plans and programmes aimed at making adequate and suitable opportunities for primary education available to all children as soon as possible.

Lower participation rates of girls in primary education is seen to be one of the main obstacles in achieving full universalization of primary education in some of the countries in the region.

In 1985, six member countries of the region were supported within the framework of the Asia and Pacific Programme of Educational Innovation for Development (APEID), to prepare national studies focusing on problems and issues related to education of girls, programmes and plans for the promotion of girls education and the innovative measures and actions taken to improve their participation in education. The studies were carried out by national institutes and professional groups under the guidance of high level national steering committees for promotion of girls' education which were established by the Ministries of Education in the respective countries, at the request of UNESCO, ROEAP. A list of the members of the steering committee is given as an Annex.

The findings of the national studies were later reviewed and examined at a Regional Review Meeting on the Situation of Girls Education in the Context of Universalization of Primary Education which was held in Bangkok in November 1985. This series of publications is an outcome of the collaborative and co-operative efforts of the member countries in understanding the tasks involved in universalizing the primary education of girls and the nature and extent of problems and issues associated with it.

This series provides a comparative view of the position of and progress made in UPE in six countries, with particular reference to girl's enrolment and participation in primary education. It is published with the view that the countries in the region, which have similar problems on education of girls, will find the information, experiences and conclusions useful in pursuing their tasks vigorously by drawing on the experiences of other countries with the same goals and objectives.

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INTRODUCTION

Inadequate achievements in primary education and low literacy rates have always been a cause of concern to the planners and policy makers. Low literacy levels are the chief impediments to long term economic and technological advancement. The current participation rate of 54 per cent at primary level, a literacy rate of about 26 per cent and an overall expenditure on education of only 1.9 per cent of the GNP are in no way flattering.

Literacy and primary education achievements remain greatly depressed, especially in rural areas and particularly for females as is demonstrated in the following tables.

Literacy rate (1984-1985)

	Pakistan		*Punjab*		*Sind*		*NWFP**		*Baluchistan*	
	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban
Total:	14.8%	43.4	17.3	43.1	12.7	46.8	10.9	32.1	4.4	29.9
Male	23.1	51.5	26.4	51.5	20.8	53.9	18.7	42.8	7.3	37.7
Female	5.5	33.7	7.4	33.2	3.4	38.3	2.5	18.8	0.8	14.3

* NWFP stands for North West Frontier Province.

Primary Education: Participation Rates

	1959-60	*1964-65*	*1969-70*	*1977-78*	*1982-83*	*1987-88 (Projected)*
Total	26	28	40	54	48	75
Male	42	44	60	73	63	90
Female	9	11	19	33	32	60

(*Source*: Chapter 18: Sixth Five Year Plan)

Universal primary education for girls

In all the educational policies, universalization of primary education has been a fundamental objective. With the announcement of successive policies and their reflection in the national development plans, targets were set for achievement of universal primary education from time to time. As time progressed, however, it became increasingly clear that most of these targets were elusive. This was because of a rapid growth in the population, swelling the ranks of children who must be provided basic education. Despite the fact that efforts were made to create more opportunities of education by opening more primary schools, the low base inherited at the time of independence did not permit large scale improvements in the participation rates. The following table depicts the growth in this sector since 1959-1960. The enrolment ratio of females, as may be noted, in 1959-1960 was around 9 per cent as compared to 42 per cent for males; the overall ratio being 26 per cent.

Growth of Primary Education in Pakistan
1947-1948 to 1983-1984

Year	*Primary*	*Total Enrolment ('000)*	*Female Enrolment ('000)*	*Teachers ('000)*
1947-1948	8,413	770	110	17.8
1959-1960	17,901	1,890	370	44.8
1969-1970	41,290	3,910	1,030	92.0
1974-1975	51,744	4,980	1,430	125.5
1977-1978	53,853	5,015	1,661	135.3
1978-1979	54,544	5,131	1,730	137.3
1979-1980	55,235	5,213	1,800	139.3
1983-1984	74,000	6,701	2,146	176.0

Another factor responsible for low performance was that the overall achievement has been confined by and large to an expansion of the existing system since efforts were directed primarily to the establishment of more of the existing type of institutions matter than to the development of the entire system or such. The qualitative aspect remained neglected, resulting in higher dropouts and uninviting school environment. Rural areas in general, and females in particular suffered the greatest set backs.

A number of factors are said to contribute to low profiles of female education, especially at primary level. These include in-school and out-of-school factors, such as:

In-school factors

a) Low starting base for female education;

b) Provision of less facilities such as schools, especially separate schools for girls;

c) Low and imbalanced enrolment;

d) Difficulty in attracting qualified female teachers from outside to take up teaching jobs in rural areas;

e) Absenteeism among teachers;

f) Poor condition of school buildings;

g) In-adequacy of equipment and teaching aids;

h) Unattractive service conditions particularly in rural areas;

i) Overloaded curricula; and

j) Curricula not relevant to local needs or clientele.

Out-of-School Factors

a) General poverty of a large proportion of the population;

b) Lack of interest of parents in rural areas in education of their girls;

c) Un-inviting rural conditions and socio-cultural inhibitions towards education of the females;

d) High population growth; and

e) Inadequate school-community interaction.

Chapter One

METHODOLOGY

UNESCO has accorded priority to the promotion of girls' education in its Medium Term Plan 1984-1989. The problem to attain 50 per cent enrolment of girls is present in those countries where universal primary education has not yet been achieved. These countries have therefore accorded high priority to make educational opportunities universally available to girls and to promote womens' education in all its aspects. The UNESCO Regional Office for Education Asia and the Pacific, Bangkok requested some countries in the region, including Pakistan, to prepare a case study on the position of girl's education.

The Ministry of Education, Government of Pakistan, constituted a 'National Steering Committee' of high level educators, scholars and social workers to have a deep look into the problems of female education and suggest alternative strategies so that Pakistan should achieve universalization of primary education for girls in the shortest possible time.

For the purpose of this study, the quantitative data was collected through personal visits to the Education Departments of Provincial headquarters. The data pertains to different critical areas of primary education for girls. In addition, several people were interviewed who have been engaged in planning, supervising and administering primary education at National, Provincial, Divisional, District and Tehsil levels. The personnel include the Provincial Education Secretaries, Directors of Public Instructions, Divisional/ Regional Directors, District Education Officers, Assistant Education Officers, Supervisors, Learning co-ordinators, school Headmistresses and female Primary school teachers from the remote corners of rural areas of the country.

The interviews with senior officials were primarily kept open-ended so as to have a broader view of the overall situation of primary education for girls with a particular reference to its Universalization.

Information was also gathered through visits to different agencies and institutions which include the Primary and Non Formal Wing of the Ministry of Education, Bureau of Curriculum and extention Centres, Directorates of Primary Education projects, Divisional Directorates, offices of District Education Officers and several other related departments.

The statistical data used in the study, therefore, is by and large based upon the secondary sources. However, a number of rural primary schools for girls were visited in each province/region for an on-the-spot assessment of the situation.

The study was designed to achieve the following objectives:

1. To review the available and relevant literature, national policies, plans and studies that deal with the education of girls at primary level and, in the light of these, identify critical areas;

2. To find out the prevalent views of teachers, school administrators, parents, and community leaders on female education and identify the specific problems in girls education at District and Sub-District levels;

3. To analyse the effectiveness of programmes implemented for the promotion and uplift of girls' education, particularly in rural areas, including recruitment of female teachers;

4. To analyse the financial and physical provisions for girls' education; and

5. To assess the managerial capabilities of the provincial authorities at Divisional, District and sub-Divisional levels with regard to the effective implementation of female education projects included in the Sixth Five Year Plan and the Ministry of Education's Action Plans.

On the basis of these objectives, the following critical indicators were identified for comparison and analysis.

Universal primary education for girls

Quantitative

a) Rural & Urban Primary School for Girls
   i) Population
   ii) Enrolment
   iii) Enrolment ratio

b) Rural and Urban Primary Schools for Girls
   i) Schools
   ii) Teachers
   iii) One-room schools
   iv) Shelterless schools
   v) Single-teacher schools
   vi) Two-teacher schools

c) i) Survival rates
   ii) Drop-outs
   iii) Teacher-pupil ratio
   iv) Supervisor-Teacher ratio
   v) Supervisors visit per school in a year

Qualitative

For the purpose of qualitative analysis, the following indicators were considered:

i) Physical facilities
ii) Community participation
iii) Management capabilities and administrative structure
iv) Teachers and their training
v) Socio-economic barriers
vi) Curriculum and Textbooks

Chapter Two

REVIEW OF LITERATURE

The importance of compulsory education at primary level was well recognised and appropriately emphasised in the very early years of Pakistan's existence. The first Educational conference was convened in November 1947 to consider the reorganization of the educational system. The message of the Quaid-i-Azam, Mr. M.A. Jinnah, to the conference was very explicit. He said;

"There is no doubt that the future of our state will and must greatly depend on the type of education we give to our children and the way in which we bring them up as future citizens of Pakistan."

This conference dealt practically with all the aspects of education. The major recommendations regarding primary education were as follows:

a) Free and compulsory education should be introduced for a period of five years which should be gradually raised to eight years.

b) Primary schools should be co-educational or otherwise according to local needs.

The conference also suggested that several research studies should be undertaken for the improvement of primary education in all the provinces.

The Report of the commission on National Education 1959 which was the first major review of the Pakistani education system mentioned, ". . . education made compulsory and so universal. Such Universal education is also normally a commitment of Parliamentary democracy. The . . . aims of educating . . . demands a universal form of Education of sufficient length . . .".

The report suggested that for the achievement of the objectives of universal primary education, the country "will require reform of

present practices in the fields of administration finance, teacher training and teaching methods, the provision of text books and class-room aids, school buildings and equipment".

The report recognised the importance of female education when it recommended: "Women are ideally qualified to teach in Primary Schools . . . steps should be taken to recruit women teachers by making terms of service acceptable to them".

The report in its chapter on women's education was very explicit: ". . . that primary education must be made universal and effective because of the direct contribution it will make to national development and also because it is an essential step in achieving the complete literacy of our population. In both these respects the education of women is fundamental. Unless a mother is educated, there will never be an educated home or an educated community. At the same time primary education is the first essential step in the educational programme through which we must secure large numbers of women for teaching, medicine, nursing, and a wide variety of careers and professions. It is essential that the foundation of education for women be firmly consolidated and that the facilities be made available for girls' education in the future expansion of primary education. The facilities provided for girls should be equal both in quantity and quality to those provided for boys."

Another major policy pronouncement is known as the new Education Policy of 1970. The policy emphasized a flexible approach to the varying and developing needs of the country. The goals of this policy indicated the general direction that educational development in the country should follow and the guidelines provided the framework, within which the provincial governments and other non-government agencies were to prepare detailed plans and programmes. The new policy laid emphasis, among others, on

a) a rapid expansion of facilities for elementary education;

b) equalization of opportunity and expansion of school facilities which include massive expansion of the basic level of Grade I-VIII.

The Education Policy of 1972-1980 laid emphasis on free education in all schools, both governmental and privately managed

throughout the country from class I-VIII. The policy anticipated that the primary education will become universal for boys by 1979 and for girls by 1984.

The policy envisaged greater enrolment for girls which was to be ensured by encouraging the establishment of separate schools for girls and by recruiting a large number of female teachers.

The National Education Policy and Implementation programme 1979 paid more attention to primary education as compared with the other primary education policies. The policy mentioned that the "Female education in Pakistan has been grossly neglected. Considering that females form more than 50 per cent of our population and their education has tremendous multiplying potential, high priority will be given to the rapid expansion of female education...".

Recognizing that as the formal education system have remained restricted due to acute financial stringency hence, "Female Education has suffered from an abysmally low level of coverage. This has resulted in a continuing illiteracy and ignorance among the females. Only 33 per cent of female children of relevant age group attend primary schools".

The drop-out and wastage rate at primary level among girls is greater than that of boys. The policy emphasized the following programmes for female education at primary level:

i) Special efforts to be made to expand and improve facilities for the education of females;

ii) A solid foundation to be laid to achieve universal education among females by 1992;

iii) About 30,000 females teachers to be recruited for primary schools;

iv) Boundary walls to be constructed around 10,000 existing primary schools for female children; and

v) Greater share to be apportioned to the education of females in all other programmes envisaged under Primary education.

The policy recommended a strategy of horizontal development of education, instead of vertical, so as to serve the neglected masses of rural females who need it most.

The policy deplored the gross under-financing of primary education in Pakistan. The primary education had been receiving only 13.2 per cent of the development resources. The policy urged to increase it by 32 per cent annually. It was also stipulated that the funds budgeted for primary education should be made non-transferable so that they are not used for any other purpose.

Provisions in various socio-economic development plans

The First Five-Year Plan (1955-1960). The First Five Year Plan recommended certain basic and far reaching reforms in all sectors of education. For the purpose of primary education it was envisaged to decentralise school administration, giving greater degree of financial authority to the district education officers, induction of highly competent staff for preparing learning materials and designing school buildings, and constituting local school management committees and district advisory committees.

The achievement of the plan fell short of targets as primary school enrolment did not increase according to expectation. Further improvement in the quality of education at primary level was also not adequately achieved.

The Second Five Year Plan (1960-1965). Efforts were made to reflect the recommendation of the Commission on National Education in the Second Five Year Plan (1960-1965). The plan emphasized the number and speed as regards primary education while ensuring certain minimum standards.

The performance of the plan in the sector of primary education was satisfactory because the targets of facilities like opening of new primary schools and the development of existing schools were exceeded but the enrolment targets made no headway, particularly for females.

The Third Five Year Plan (1965-1970). The Third Plan (1965-1970) got off to a fairly difficult start because of the uncertain international situation as well as some internal turbulances. Two

crucial concerns of the Third Plan were firstly the widening of the base at the primary stage and secondly its rapid expansion.

There was a rapid increase in enrolment figures but it was at the cost of the quality of education. In addition, the coverage remained small as compared to the stated targets. The female education in this plan also did not witness significant growth.

The Fourth Five Year Plan (1970-1975). This plan also suffered a set-back because of political instability in the country. Instead, yearly plans were formulated and executed. However, the annual plans did envisage the necessity of compulsory primary education, though targets were not strictly pursued.

The Fifth Five Year Plan (1978-1983). the Fifth Five Year Plan emphasized the programmes for the expansion of girls education at primary level:

- "During 1978-1983, enrolment of girls to be increased by 995,000, or by 58 per cent. This will raise the participation rate of girls from 33 to 45.
- High priority is to be given to rapid expansion in girls education. Enrolment of girls is expected to increase at the rate of 9.6 per cent per annum as against 7 per cent for boys.
- Girls schools are to receive priority in the programme for construction and improvement of schools.
- All new schools to admit girls, along with boys.
- Separate schools for girls to be provided where co-education is not feasible.
- The use of double shift to be intensified.
- 5,000 residences to be made available for female teachers."

The Sixth Five Year Plan (1983-1988). The Sixth Plan also approaches primary education with the earnestness and urgency it has always deserved. The plan envisages serious efforts to institute universal education by ensuring that all boys and girls of the relevant age group get enrolled in class I at the latest by the terminal year of

the plan. The plan has set forth the following quantitative targets in the primary education sector.

A special primary education programme was launched by the government which is being administered by the Federal Co-ordinating Group headed by the Minister for Finance, Planning and Develop-

Increase in enrolment in primany schools

	1982	*1987-1988*	*Absolute increase*	*Per cent increase*
Enrolment (In millions)				
Total	6.8	12.3	5.5	31
Rural	4.1	8.3	4.2	102
Urban	2.7	4.0	1.3	48
Boys Total	4.6	7.7	3.1	67
Rural	3.2	5.6	2.4	75
Urban	1.4	2.1	0.7	50
Girls Total	2.2	4.6	2.4	100
Rural	1.0	2.7	1.7	170
Urban	1.2	1.9	0.7	58

Participation and Literacy Rates (per cent)

	Participation Rate		*Literacy Rate*	
	1982-83	*1987-88*	*1982-83*	*1987-88*
Total	48	75	23.5	48
Rural	40	70	15.0	42
Urban	72	95	43.6	62
Boys Total	63	90	32.0	49
Rural	58	88	23.3	43
Urban	77	98	51.7	61
Girls Total	32	60	13.9	47
Rural	20	50	5.7	40
Urban	68	93	33.9	63

ment and monitored by the Federal Co-ordinating Unit headed by the Secretary, Federal Ministry of Education. The Plan provides a sum of seven billion rupees for the development of education facilities at primary level.

The implementation strategy of the plan was enunciated in the 'Action Plan for Educational Development' prepared by the Ministry of Education early in 1984. The scheme of Mosque Schools has been introduced which will result in the opening/establishment of primary classes in the mosques. At the end of plan period, 40,000 additional primary mosque schools will be opened which implies that every village would have a primary school. There would be an increase in the number of primary schools from 73,782 to 114,137 by 1987-1988. A quantitative comparison of physical achievements and financial outlays in primary education for different plans are shown on the following pages.

The actual and projected physical achievements in primary sector are as follows:

	Unit	*1977-78*	*1982-83*	*1987-88 Projected*	*Annual per cent increase in 1978-83*	*Annual per cent increase in 1983-88*
Primary education Number of primary schools.	Number	55,502 (including 82,000 mosque schools)	73,782 (including 40,000 mosque schools)	114,173	5.9	9.1
Opening of new primary schools.	Number	1,209	9,976 (699 Mosque schools)	2,500	52.5	(–)24.2
Consolidation and improvement of primary schools	Number	3,347	11,923	2,500	29	(–)26.8
Construction of building of primary schools.	Number	821	1,030	2,000	4.6	14.2
Enrolment in classes I-V	(in 000)	5,455	6,754	12,354	4.4	11.9
Participation rate.	(per cent)	54	48	75	–	8.7

Physical Achievements During Past Plans in Primary Education

	Unit	*First Plan (1955-1960)*	*Second Plan (1960-1965)*	*Third Plan (1965-1970)*	*Non-Plan Period (1970-1978)*	*Fifth Plan (1978-1983)*	*Sixth Plan Tgts. (1983-1988)*
Number of Primany Schools							
In the last year of Plan.	Number	17,900	32,589	40,600	55,502	73,782 (incluing 8,200 mosque schools)	114,137 (including 40,000 mosque schools)
During the plan period primary schools opened.	Number	2,442	18,000	5,000	15,212	18,106 (including 8,200 mosque schools)	44,198
During the plan period primary schools improved.	Number	—	1,600	7,750	19,060	10,682	24,850
Class Enrolment							
Enrolment in class-V in the last year of the plan.	T (in 000)	1,950	3,100	3,820	5,455	6,754	12,354
	M	1,600	2,400	2,800	3,766	4,608	7,712
	F	350	700	1,020	1,689	2,146	4,642

Physical Achievements During Past Plans *(continued)*

	Unit	*First Plan (1955-1960)*	*Second Plan (1960-1965)*	*Third Plan (1965-1970)*	*Non-Plan Period (1970-1978)*	*Fifth Plan (1978-1983)*	*Sixth Plan Tgts. (1983-1988)*
Additional enrolment classes I-V by the end of plan period.	Number (in 000)	285	1,250	720	1,655	1,299	5,600
Participation rate in the last year of the plan. (per cent)	T	26	28	40	50	48	75
	M	42	44	60	66	63	90
	F	9	11	19	32	32	60
Financial Outlays							
	Million Rupees	23	19	25	444	1,413	7,000

Chapter Three

PRESENTATION OF DATA*

Table 1. Total Population of the Provinces/Regions (1983-1984) (in millions)

	Total	*Rural*	*Urban*	*of whcih are female* *Rural*	*Urban*
Punjab	47.116	34.118	12.998	16.299	6.079
Sind	18.966	10.761	8.205	5.224	3.801
NWFP	10.884	9.231	1.654	4.461	0.764
Baluchistan	4.305	3.928	0.372	1.964	0.186

The diversity in terms of population across the provinces varies from 47 million in Punjab to 4.3 million in Baluchistan. The rural population of females in Punjab is 16 million, almost one third of the total population, whereas in Baluchistan it is about 1,964 million which is more than one third but less than one half of the total population of the region.

Table 2. Primary School Age Population 1983-1984 (in millions) Province-wise

	Total	*Rural*	*Urban*	*of which are female* *Rural*	*Urban*
Punjab	7.327	5.386	1.941	2.557	0.938
Sind	3.101	1.760	1.342	0.854	0.621
NWFP	1.8948	1.637	0.258	0.777	0.125
Baluchistan	0.859	0.743	0.116	0.359	0.056

* Data for chapter III has been obtained from the following sources:

i) Population Census
ii) Action Plan, Ministry of Education, Islamabad
iii) School mapping Survey, Ministry of Education, Islamabad
iv) Personal visits to provincial capitals.

The primary school age population ranges between 7 million and 0.859 million in different regions. The population of rural females in Punjab is close to three times as compared to the urban female population. But in the case of Sind the difference between the number of female in rural and urban areas is very little if compared with other provinces of the country.

Table 3. Enrolment at Primary Level 1983-1984 (in millions) Province-wise

	Total	*Rural*	*Urban*	*of which is female enrolment* *Rural*	*Urban*
Punjab	3.498	2.28	1.218	0.666	0.618
Sind	1.681	0.716	0.965	0.110	0.385
NWFP	0.657	0.528	0.129	0.078	0.044
Baluchistan	0.213	0.171	0.042	0.030	0.012

The figures indicate that rural female enrolment and urban female enrolment at primary levels are close to each other. However, the figure of female rural population is about 3 times that of the urban female population.

Table 4. Enrolment Ratio at Primary Level 1983-1984 (in per cent) Province-wise

	Rural	*Urban*	*Rural Female*	*Urban Female*
Punjab	39.5	60.0	25.0	63.0
Sind	34.9	65.0	18.9	49.8
NWFP	23.3	49.9	10.0	35.4
Baluchistan	20.7	32.3	7.2	19.5

From the above table, it appears that Punjab has a somewhat better enrolment ratio in respect of urban females, whereas for other provinces the situation is not very happy.

Table 5. Total Number of Primary Schools 1983-1984 Province-wise

	Total	*Rural*	*Urban*	*of which are female schools* Rural	Urban
Punjab	38,181	34,676	3,505	13,766	1,315
Sind	13,636	10,686	2,950	1,568	839
NWFP	9,412	8,737	675	1,975	270
Baluchistan	2,947	2,889	58	436	24

The number of rural female schools in Punjab, the largest Province of Pakistan population-wise, is 13,766 whereas in Baluchistan the largest province of the country less areas-wise, the number of urban female schools is only 24. The ratio of difference is almost 1: 199. The province of Baluchistan is in great need to have more female primary schools.

Table 6. Number of Primary School Teachers 1983-1984 Province-wise

	Total	*Rural*	*Urban*	*of which are female schools* Rural	Urban
Punjab	86,104	62,143	23,961	21,117	11,132
Sind	48,447	28,985	19,462	9,585	6,492
NWFP	22,658	19,319	3,339	4,336	1,511
Baluchistan	8,417	8,011	406	1,129	238

The problem of availability of female teachers is common in all the provinces, but it is more acute in the province of Baluchistan where even the untrained teachers are not available in rural areas. The province of Punjab though has 21,117 teachers in rural areas but the dearth is no less serious as compared with other provinces.

Table 7. Number of One Room Schools at Primary Level 1983-1984 Province-wise

	Total	*Rural*	*Urban*	*of which are female schools* Rural	Urban
Punjab	15,009	14,931	78	6,630	34
Sind	7,502	7,000	502	2,500	85
NWFP	199	164	35	53	15
Baluchistan	289	289	–	136	–

The lack of physical facilities, particularly the accommodation in schools, is quite evident. This phenomena is more prevalent in rural areas. The province of NWFP has the smallest number of one room schools in rural areas and Baluchistan has none in urban area. This does not mean that urban areas have sufficient accommodation. They rather suffer from over-crowding inspite of the fact that the school has more accommodation than one room. The urbanisation and the migration trend towards cities has created the problem of over-crowding.

Table 8. Number of Shelterless Primary Schools 1983-1984 Province-wise

	Total	*Rural*	*Urban*	*of which are female schools* *Rural*	*Urban*
Punjab	12,092	12,092	–	4,961	–
Sind	2,258	2,000	258	758	70
NWFP	238	232	6	–	6
Baluchistan	1,041	1,000	41	–	–

The problem of shelterless schools is both a rural and urban phenomena but with varying intensity. The province of Baluchistan, which is otherwise developing socially and economically, has no shelterless schools for females. The situation is very encouraging for NWFP where there are only six shelterless schools for females in both rural and urban areas.

Table 9. Number of Single Teacher Schools at Primary Level Province-wise 1983-1984

	Total	*Rural*	*Urban*	*of which are female schools* *Rural*	*Urban*
Punjab	840	840	–	460	–
Sind	7,631	6,200	1,431	1,487	50
NWFP	2,569	2,430	139	580	20
Baluchistan	2,000	2,000	–	–	–

The province of Sind has the highest number of single teacher schools, but for urban females in the same province the figure is only 50. Punjab province, though largest in population and enrolment as compared to any other province, has a comparitively small number of single teacher schools.

Table 10. Two Teacher Schools at Primary Level 1983-1984 Province-wise

	Total	*Rural*	*Urban*	*Rural Female*	*Urban Female*
Punjab	12,206	12,206		7,106	
Sind	3,096	2,780	316	1,482	135
NWFP	4,612	4,294	318	1,079	105
Baluchistan	611	553	58	100	21

The two teacher schools, with the exception of Punjab urban areas is a national phenomena. The Province of Punjab has 7,106 two teacher schools only in rural areas. The province of NWFP though quite ahead in primary education as compared to other provinces has the second largest number of two teacher schools in rural areas.

Table 11. Survival Rate to Complete Five Year Cicle 1983-1984 (in per cent) Province-wise

			of which are female	
	Rural	*Urban*	*Rural*	*Urban*
Punjab	51.0	82.0	44.0	76.0
Sind	25.0	60.0	10.2	50.0
NWFP	28.6	37.0	21.6	31.1
Baluchistan	20.7	32.3	7.2	19.5

This crucial indicator of the performance of primary education for female varies from 76 per cent in the urban areas of Punjab to 10.2 per cent in rural areas of Sind. But in the Sind urban areas, the figure for females is 50 per cent which is encouraging. The performance of Baluchistan in rural areas is better than Sind, as regards females.

Table 12. Drop-out Rate at Primary Level 1983-1984 (in per cent) Province-wise

			of which are female	
	Rural	*Urban*	*Rural*	*Urban*
Punjab	49.0	18.0	56.0	24.0
Sind	75.0	40.0	89.2	50.0
NWFP	71.4	63.0	78.4	69.9
Baluchistan	79.3	67.7	92.8	80.0

The high drop-out has been consuming lot of the resources being spent in the primary education sector. The 89.2 per cent drop-out rate for female in the province of Sind in rural areas is an extreme but the rate which can be called the best, is 24 per cent in the province of Punjab for urban areas. In the Province of Baluchistan the figures are quite discouraging because at best the drop-out rate is as high as 80 per cent for female. There is a great deal to be done in this respect. It is not only a question of physical facilities but also of teacher training, curriculum, social environment and economic compulsions, which have to be closely considered.

Table 13. Teacher/Pupil Ratio at Primary Level 1983-1984 Province-wise

			in female schools	
	Rural	*Urban*	*Rural*	*Urban*
Punjab	1:37	1:58	1:31	1:55
Sind	1:38	1:60	1:31	1:49
NWFP	1:40	1:49	1:30	1:38
Baluchistan	1:15	1:40	1:33	1:46

If we look at the table, on the average one may think the teacher is not overworked because the highest number of students for a teacher to look after is 55 in urban areas of Punjab and the lowest is 33 students per teacher in rural areas of NWFP. Nevertheless, because of the fact that in single teacher schools, one teacher has to look after five grades, the advantage of reasonable pupil/teacher ratio is offset.

Table 14. Supervisor/Teacher Ratio at Primary Level 1983-1984 Province-wise

			in female schools	
	Rural	*Urban*	*Rural*	*Urban*
Punjab	1:161	1:177	1:147	1:191
Sind	1:70	1:70	1:70	1:70
NWFP	1:60	1:60	1:60	1:60
Baluchistan	1:120	1:120	1:120	1:120

In the urban areas of Punjab, supervision is less effective because of the large number of teachers, 191, to be supervised by one person. In the province of Sind the ratio is only 1:70 but this does not necessarily ensure any better results because terrain and approach is sometimes so difficult that even to supervise a relatively smaller number of teachers may not be easy.

Table 15. Supervisor's Visits per School in a Year at Primary Level 1983-1984 Province-wise

			of which to female schools	
	Rural	*Urban*	*Rural*	*Urban*
Punjab	1:88	1:30	1:81	1:27
Sind	Four visits yearly		–	–
NWFP	Two visits per year (one surprise and one announced)			
Baluchistan	1:12	1:12	1:12	1:12

The supervisor in Punjab is relatively over-burdened with 81 school visits per female school yearly if compared to the province of Baluchistan where there are 12 school visits. In Baluchistan, the access to the majority of rural schools is extremely difficult; that is why the number of school visits is so small.

Table 16. Financial Aspects: Expenditure on Education at Primary Level 1983-1984 Province-wise

	Total Education Budget (in Million of Rupees)	*Allocation to Primary Education (in Million of Rupees)*	*Expenditure on Primary Education of the allocated Budget (in per cent)*	*Expenditure per pupil per year (in Rupees)*
Punjab	Non. Dev: 2,517.5 Dev: 488.9	Dev: 84.3	Non. Dev: 98.7 Dev: 97.2	Non. Dev: 399.80 Dev: 24.14
Baluchistan	Non. Dev: 26.6 Dev: 9.0	Non. Dev: 12.9 Dev: 2.5	100.0 100.0	Rs. 719
NWFP	Non. Dev: 648.2 Dev: 270.6	Non. Dev: 306.3 Dev: 123.8		Non. Dev: Rs. 348/- Dev: Rs. 140/-
Sind	Non. Dev: 1,387.0 Dev: 230.0	Non. Dev: 591.7 Dev: 61.8	90 100	Non. Dev: Rs. 382/- Dev: Rs. 273/-

Chapter Four

EDUCATIONAL INNOVATIONS AT PRIMARY LEVEL

The existing system of education has been developed after incorporating a number of innovations so as to suit the national requirements. Some of the innovations introduced at primary level are listed below:

1. Extending the duration of primary education from four to five years;

2. Experimental Pilot Project Intergrating Education with Rural Development (EPPIERD) was introduced in collaboration with UNESCO, UNICEF at a limited scale in the Islamabad Federal Territory which is now called Rural Education and Development (READ);

3. Expansion of primary education through mosque schools under the Special Priority Development programme;

4. Qualitative improvement of primary education through improved supervision (learning co-ordinators) undertaken through a World Bank Project on Primary Education;

5. Establishment of an open university for distant learning – an innovative step to introduce non-formal system of education and training of primary school teachers; and

6. Introduction of teaching kits in the primary schools to improve comprehension.

The above list indicates that there has been continuous search for innovative ventures to improve the quality of education. Some of the important innovations related to primary education are given in some more detail in subsequent portions.

EPPIERD/READ. The formal education system has not been in a position to respond to the challenges posed by the increasing number of illiterates and children falling in the primary school age group. Experimental Pilot Project Integrating Education in Rural Development (EPPIERD) was launched by the Ministry of Education in collaboration with UNESCO. The overall aim of the project is to develop effective methods of assisting children, young people and adults in the rural areas to prepare them for effective integration into the economic, social and cultural development of Pakistan. Educational and functional programmes closely related to the realities of rural life were introduced through the use of indigenous institutions like mosque schools, mohallah schools, women's education centres, and village workshops.

A package of five components viz mosque school, women's education centre, village workshop and community viewing centre/ adult literacy centre has been introduced in the project area. The components of the package programme are supervised by the village education committees constituted in each village. The recent evaluation of the READ project indicates that the village has become a more meaningful and productive unit, where drop-out children at primary level get an opportunity to learn skills through village workshops. The women education centres for illiterate females and the community viewing centre for adult literacy (males) have also shown very encouraging results.

Village Workshops. To provide for the skill training of village youth and untrained manpower 20 village workshops for wood work, masonary and metal work are provided. A skilled mistry (craftsman) has been appointed to conduct the training of participants in one of the trades. A kit of necessary tools and some consumable material is provided. The workshops are expected to generate funds from the sale of their products.

Women Education Centres. For out of school girls and underemployed rural women, the women education centres are envisaged to provide training in the income-generating skills like sewing, knitting, embroidery and poultry farming. A locally available qualified and experienced female teacher is appointed at the centre at a fixed salary of Rs. 300/– per month. These centres are provided with equipment i.e., sewing machines and knitting machines etc. in accordance with the requirements of each centre.

Community Viewing Centres. Community viewing centres were opened and a TV set was supplied at each centre to benefit from the Adult Functional Literacy Programme of Ministry of Education in collaboration with the Pakistan Television Corporation. These centres are now being operated by the Literacy and Mass Education Commission (LAMEC).

Adult Literacy Centres. In order to increase literacy of the rural masses adult literacy centres have been opened for both males and females of the project areas. An instructor imparts the skills of reading, writing and numeracy to the participants of the course. The duration of the course is six months. Necessary instructional material is provided free of cost by the project. The teacher is paid an honorarium.

Mohallah Schools. Mohallah schools are opened in those villages where there are no facilities for primary education or the schools are at considerable distance from the village. These schools are envisaged mainly to impart education to women. These schools are operated in private houses where accommodation is provided by the lady teacher who is paid an honorarium or a fixed salary. The accommodation is approved by the village education committee.

Mosque Schools. To utilise mosques (places of Muslim worship) for imparting primary and religious education to the children, mosque schools are opened in those villages where primary schools are not available or are at a considerable distance from the village. These schools are provided with black boards, teaching material etc. The teaching is undertaken by the imams (leaders) of the mosques who are paid an honorarium. Wherever the enrolment justifies it, additional teachers were also appointed. Generally, these teachers are matric/middle pass, having an adequate teaching experience. A special development programme was launched for the purpose.

The experiment of mosque schools under the special development programme has yielded very useful results. In a span of 2 years (1983 and 1984) about 10,000 mosque schools were opened in different provinces of the country which boosted enrolment at primary level both for males and females.

The World Bank Primary Education Project. As already indicated, that although there has been tremendous emphasis on the quantitative expansion of the primary education system, there has been inadequate qualitative improvement of primary education, especially in the rural areas of the country. After preliminary studies carried out by the Ministry of Education, certain inputs were identified as that of crucial importance for qualitative improvement of primary education.

The following inputs were thought to be appropriate to overcome the constraints as posed by the factors mentioned elsewhere, responsible for low performance of primary sector.

A. **Physical Facilities:**

- Construction of class rooms;
- Construction of boundary walls in the case of female schools;
- Construction of residences for female teachers; and
- Classroom furniture.

B. **Instructional Materials:**

- Supply of textbooks, teacher's guide books and library books;
- Supply of classroom equipment like teaching kits or agricultural kits; and
- Supply of sports material for children.

C. **Strengthened Supervision:**

- Provision of supervisors and a new tier of learning Co-ordinators; and
- Provision of mobility for supervisors and learning co-ordinators.

D. **Added Support to Teachers:**

- Appointment of assistant teachers;
- Establishment of centre schools;
- Provision for district resource centres; and
- Provisions for recurrent types of in-service teachers training.

The project, which was started in 1979 and completed in 1984, has been evaluated as a success for replication. The introduction of new tier of supervision, the learning co-ordinators in the project was found as one of the most effective intervention. The learning co-ordinator visited three to five schools each day and provided professional guidance. This not only improved the quality of teaching but also checked absentism of the teachers. The learning co-ordinators were specially trained for the jobs through short term in-service training programmes on an annual basis. The transport facilities provided to the female supervisors also improved the overall supervision of the project schools. The project will be replicated in 19 other districts of the country.

These efforts can be greatly accelerated if the following could be implemented:

i) Co-operation with other countries in similar socio-economic conditions. Such interaction can widen the scope of innovation.

ii) Monetary and other visible incentives be created to recognise inovative work.

iii) Teaching and research should be closely related to the requirements of the society.

iv) Extension services must be created and developed for proper utilization of innovation work.

v) Import of modern technology should supplement indigenous technology and there must be scientific interaction between the two.

vi) Priorities of innovation must be pre-determined. Start should be made at the base.

vii) A mass-literacy campaign should be accelerated to achieve 100 per cent literacy. Only an educated society can create and sustain innovation.

viii) The information gap be narrowed to help proper dissemination of knowledge and innovation.

Chapter Five

CONCLUSIONS

1. Physical facilities

1.1. The study covered mostly rural areas with backward economic structures and where most of the parents were illiterate. The locations of sample schools visited were far away from the point of view of administrative control as well as accessibility. Only about one third of the girls primary schools in rural areas are located within one mile of a particular village. Hardly one fourth of the villages are within a distance of one mile from the nearest bus stop. Public transport of any kind was rare. In many cases, the school buildings were in an unsatisfactory condition.

It was felt that people in rural areas were more keen to educate their male children as compared to females. The girls who did not attend any school by and large were helping in the farm work and other household activities, but a considerable percentage was not really making any good use of the free time at their disposal in the homes. The inadequacy of the schools for girls was a major reason for not sending them to school.

1.2. It was noticed that the school buildings which were owned by the government have more respect and credibility as educational institutions than those schools, which were donated, rented or provided by the community.

1.3. The general maintenance of school buildings was poor. In a few cases, no repair of any kind had been made for a long time. The reasons were the limited finances, but more serious was the procedural formalities which prevented smooth flow of funds from the District Education Officer to the schools. Most of the school buildings in the rural areas are 'Kachas' (mud-houses) and face severe problems during the rainy season. The furniture and the learning material are grossly inadequate and are not replenished at regular intervals. The 'tats' (floor mats) for students were not available in

all schools adequately. The situation of urban primary schools is comparitively better. Facilities such as pucca buildings, (stone or concrete houses), minimum furniture for the class room, some learning material etc. is available in most of the urban schools. The problem here is of over-crowding. The school tries to accomodate all those girls who wish to enter into the system. This over-crowding also leads to a high number of drop-outs.

2. Community participation

2.1. In a developing country like Pakistan, where financial resources in the public sector are limited and population has a high growth rate, it is necessary to foster as early as possible active involvement of the community as an in-built component of the primary education programmes of universalization.

2.2. It was found that rural community is not fully aware of the kind of contribution they can make other than to provide some finances for schools. Another segment of people in the rural areas who could lend financial support are not attuned to the development of female education. They are apprehensive because the type of education imparted is considered by them to be too liberalized which may amongst the females lead to undesirable attitudes, not compatible with cultural norms.

Some other factors connected with the community are also responsible for the low level of primary education coverage and efficiency in rural areas for girls. Important among those are the general poverty of families, the use of children to supplement family income, infant malnutrition, social and cultural norms, the high morbidity and mortality levels of children. The illiteracy of the parents, relatives and the remoteness of educational establishments all add to the complexity of the situation. In rural areas the school education has not acquired the needed attraction and credibility for females with the results that girls of primary school age either do not attend the school or leave early. The limitations of language employed in the educational process create a gap between the community and the school. This does not promote community activities and the school fails to integrate its programmes with the environmental needs in a way which is desired.

2.4. If the school is designed and administered in a manner that it provides enlightenment and service to the community by participating in welfare programmes, there will definitely be a reciprocal response from the community to provide assistance to the school. As mentioned earlier, schools fail to display relevance and attractiveness resulting in only marginal support from the community.

3. Parental attitudes

3.1. Educational patterns reflect and follow closely the dominant socio-political stratifications and power structures in every society. Whereas Pakistan intends to use education as a tool for change and social mobility, the educational systems are, by and large, designed to perpetuate existing value systems and inbuilt privileges and disparities of the socio-cultural environment. Pakistan is no exception to this generality. Accordingly, massive efforts are often needed to bring about perceptible long ranging changes.

3.2. The population of Pakistan lives predominantly in rural areas. The majority of the rural people are poor and illiterate. The poverty factor has been identified as a major economic barrier to achieve the objectives of universalization of primary education, especially so for females. The girls help the mother to look after the small children and other household chores and relieve the mother to work in the fields or do some other jobs. This leads to school absence or drop-out.

The parental attitude towards education for females at primary level is not necessarily negative but is based on ignorance. Many of the social attitudes are gradually changing, due to a wide range of exposure of the village people through mass media and public transport to better the life style and leads to enlightenment. The governmental efforts to persuade rural parents to send their daughters to schools is changing the atmosphere, in a positive direction.

3.3. If the parents are approached with rational arguments by the authorities and the benefits of education for girls are effectively demonstrated, there is every possibility that it will change the attitudes of the parents; particularly in rural areas, which will lead to a higher enrolment rate, especially for girls.

4. Motivation

4.1. It is necessary that motivation campaigns in the rural areas should be launched to provide a proper and useful perspective of education to the community and more specific roles for the community leaders. There is also a need to streamline and modify the existing rural infrastructure which should provide a closer liaison between the government functionaries and the community at the grass roots level. Also the utilization of indigenous social organization and leadership should be involved fully in the promotion of girls education at primary level. It is well known that though a majority of rural people may not be highly educated, yet they have elementary wisdom about their living conditions and the need to improve them.

4.2. If Pakistan is able to motivate and involve the community effectively, chances are that primary education in general and female education in particular may see a quantum jump in enrolment figures as well as in quality. The programme of the mosque school system which was initiated by the Federal Government all over the country has yielded very useful results because the enrolments increased at a greater rate. This was due mostly to the credibility of the mosque as an institution of learning and acceptability by the rural masses to send their daughters to the mosque even though there is co-education and in spite of the fact that a male – the Imam-Masijid – is the teacher.

4.3. Use of education in family and community life and in enhancing income and productivity requires to be highlighted through motivational compaigns regularly launched through the mass media, particularly the radio and casettes which can be played on battery-operated equipment. Television is also an effective media but for a limited audience due to lack of electricity supply in many of the rural areas.

5. Teachers and their training

5.1. The non-availability of trained teachers in rural areas is a serious problem. The reasons are not far to seek. A teacher working in rural areas under pressing circumstances is paid less than a teacher who is working in urban areas with access to several social amenities i.e. electricity, clean drinking water, proper roads, and better health

facilities. Also, if a trained teacher is available, she will not be ready to work in rural areas because of the socio-cultural problems. If she is not married, the culture does not permit her to stay away from her parents house and live in another village on her own. If she is married she can not afford to live at a place different from her husband.

5.2. Efforts are required to improve the facilities and emoluments to rural teachers which should in no way be less than urban teachers. For female teachers, residential facilities and transportation are needed more urgently. As a long-term policy, teachers should be recruited amongst females belonging more ór less to the same communities.

5.3. There are 86 teacher training institutions at Allama Iqbal Open University which provide pre-service training to teachers. As many as 34 per cent of these are for the preparation of female teachers. Students with at least second division in matriculation can apply for admission to the pre-service course which is of about one year's duration. In these institutions, a quota system is observed which means that the place of origin of the candidate is kept in sight to ensure proper distribution among different regions. It is also considered desirable to promote and encourage the people of less developed areas to become teachers for female primary schools.

5.4. Though the intake capacity of these pre-service institutions is satisfactory, the programmes require significant modification and restructuring to incorporate the requirements of rural areas, particularly the emphasis on special roles of rural teachers in the community activities. Teachers should increasingly be trained through field-based training programmes. For in-service short-term training, each province has the Bureau of Curriculum and Extension Centres. These agencies are doing useful work but there is a great need to improve these bureaux to ensure better quality of teacher training.

The non-availability of female teachers at primary level in rural areas has been identified as a major constraint towards the universalization of education for females. It is very difficult to find a trained or untrained teacher to work in rural schools. There are several reasons for this dearth: low base of female education, attitudes of parents towards female education, family obligations and the unattractive career structure for female teachers. It is strongly desirable that the service conditions of females teachers should be

made attractive and provision should be made for them to re-enter in the government service if they leave service at any time due to family obligations. This will provide protection of service to the female teachers and improve the efficiency of the system.

6. Textbooks and curriculum

6.1. The continuous Five Year cycle for primary education is considered too long, keeping in view the drop-out and retention problem. In addition, the general poverty of the people does not permit them to keep their wards for five years at a stretch in schools because of the likelihood of failures. Since for each year that a girl spends in school, the parents loose finances and time without gaining any apparent benefit, it is desirable that the primary education cycle may be reviewed with a view to bifurcating it so that the majority of children could at least cover the first three grades or so. Normally, if the three years are productively utilized, the basic literacy requirements can easily be met. In the first stage, the promotion should be automatic to avoid large scale wastage. This has been enunciated in the Education Policy Document of the Pakistan Government but is not uniformally applied.

6.2. Since the major cause of drop-out at primary level particularly in rural female schools is the poverty of parents, it is necessary that as far as possible textbooks be provided to girl students free of cost. The requirement of textbooks and stationery items to be purchased by the students should be minimized through appropriate curriculum reviews. The low-cost or no-cost learning material should also be devised and provided to create a better teaching-learning environment. Whenever the provision of school facilities are considered, priority should be given to rural and backward areas. The teaching and curriculum should be more of an applied nature which are more attractive and can be used by female students to eventually use those skills to generate financial resources and improve the lot of the family as well as that of the village.

6.3. One cannot deny the need for periodic revision of curricula and textbooks. It is necessary that such revisions should not nearly be inspired by models of developed countries. The curricula of the country must reflect the objective conditions prevailing around the schools, particularly those located in rural areas and

should include contents and methods which are relevant to the learning style of the clientele. Steps must be taken to ensure that the revision of curricula and textbooks, particularly at the lower level, should not result in extra and unnecessary financial burdens on parents who in most of the cases are already impoverished. It is more desirable that the frequency of changes should be determined, keeping in view the factors such as the preparation of teachers, the extent of textbook revisions, the possibility of providing free textbooks and the adequate availability of teaching-learning resources.

6.4. As has been mentioned earlier, education should be made as functional as possible so as to make it meaningful to the female students at primary level as well as to their parents who may be less apprehensive about the usefulness of education. It is certainly not easy to bring about this kind of change because it needs serious professional thinking and possibly new directions and guidelines in education policy and plans of the country, particularly for primary education for girls. It is not only the question of financial allocation, but more important is the effective implementation and monitoring of a programme which brings real dividend.

For the qualitative improvement of primary education it is considered important that supplementary reading materials should be provided to primary school children in addition to textbooks. The role of extra and co-curricular activities cannot be ignored for the healthy growth of children at the primary level. It is recommended that some financial provisions should be made for these activities for each school. The teachers should also be trained and motivated so that they can initiate and conduct innovative programmes which involve active participation of the primary school children in other than purely curricular and academic activities.

7. Non-formal education

7.1. Education should be made free and compulsory through legislation. This should only be done if access to education for all can be provided. The formal system of education has not been able to cope with the problem of population growth of 3 per cent per annum which adds about half a million children in the primary school going age to the population of Pakistan annually. To cope with such

huge numbers, the non-formal and informal system of education has to be vigorously developed to provide support to the achievement of the universalization targets. Non-formal/informal education should be fostered on a priority basis and necessary manpower should be trained to formulate, implement, monitor and evaluate such forms of education. Education should be seen in a broader context and need not be considered only possible through structured programmes within the four walls of a school. In addition, the education system should be integrated with the community needs through orientation of curricular and co-curricular activities towards local needs.

7.2. The use of existing school buildings, which are practically not used for more than four hours on working days should be extended through the adoption of multiple shifts in as many schools as possible and wherever necessary.

8. Management and supervision

8.1. It has been strongly felt that one of the weakest link in the educational system of Pakistan at primary level for females is that of poor management. The dearth of trained female teachers has further complicated this problem. The lack of adequate and specialized staff and the shortage of existing facilities to train educational administrators are extremely manifest. The training of educational administrators is necessary because these have to perform a difficult and complex task which is why they should be properly oriented about the programme of educational expansion and improvement. It is also necessary to impart certain skills to the management personnel which are considered to be pre-requisites to efficiently run a system as well as to improve and modify it as and when desired. Most of the educational administrators at primary level, male or female, are old working teachers. They are not properly trained or even exposed to manage different aspects of education. Sometimes they are expected to manage innovative programmes. This usually results in failure, in spite of the best efforts undertaken by those responsible for the programme. The problem is easily traceable to the management level. It has been well recognized that innovative programmes and projects need management of an innovative type. The Provincial and the Federal institutions meant for management training need to co-ordinate and strengthen their programmes to meet common objectives.

8.2. The universalization of female primary education is not a routine problem and has assumed difficult proportions. Accordingly, it needs innovative programmes which can be managed with new and effective techniques.

8.3. There is also a serious dearth of female supervisory staff for primary level of education, particularly in rural areas. The supervisory visits are extremely limited in number and are so non-professional and ineffective in nature that no tangible results have been achieved, either to check absenteeism or to provide professional guidance to the teachers.

8.4. The scope and speed of various activities being undertaken in the sector of education is so large that present day procedures and managerial structures are grossly inadequate to cope with them. This is quite evident from the fact that the number of schools per supervisor are unmanageable and the present lack of accessibility to most of the rural institutions makes effective supervision very difficult to achieve. The need is not only to increase supervisory cadres but also to introduce innovational techniques of management, incorporating some concepts being used by commercial and industrial enterprises.

8.5. The training of managerial cadres needs to be greatly strengthend. At the national level, the Academy of Educational Planning and Management has been established for imparting know-how and mounting training programmes on a selected basis. However, its efforts need to be supplemented by the provinces if the needs of the administrative training have to be adequately fulfilled.

8.6. In the primary education sector, the problems of formulating well conceived plans and ensuring satisfactory implementation are much more complex than any other sector because of the large spread of locations all over the country, diverse behaviours and cultural backgrounds of the clientele, inadequate accessibility, poor communications, difficulties in recruiting qualified teachers in a much larger number and, above all, insufficient and outmoded supervisory procedures and structures. This situation warrents not only the creation of reliable data and research support to the planning process but also a good deal of decentralisation both in the identification of needs and in the implementation of the programmes. The present procedures are by and large centralised and are not

duly supported by adequate data/information. In primary education there is a great need to take planning processes to the grass roots level, particularly by involving the local community leaders and mustering community support.

8.7. As already pointed out, the existing supervisory pattern exhibits a larger scale diversity in different regions of the country. The number of schools to be supervised by the concerned officers vary from 70 to 190. Sometimes it is impossible for the supervisors to visit all the schools within reasonable time. Further, supervision is more or less on traditional patterns where the effort is to find faults rather than to provide professional guidance and remedial measures.

8.8. The need to rationalise the present supervisory structure and to impart managerial training based on modern concepts of administration, therefore, should be met on a priority basis.

9. Graded vocabulary

9.1. One of the fundamental requirements for the qualitative improvement in the sector of primary education is to prepare a 'Graded Vocabulary'. This will improve the textbooks in as far as those words will be used in the text which can be understood by an average child of primary school going age. The graded vocabulary will also help writers of supplementary books in preparing books of a realistic standard. The concepts and the language are the two most important ingredients in childhood education, particularly at primary level. The importance of graded vocabularly has been recognized by all the developing countries. Pakistan also initiated more than one project that relates to this need with the help of UNICEF and UNESCO. However, the projects have yet to get off the ground to demonstrate any tangible benefit. It is strongly recommended that steps should be taken to accelerate the programme of developing "graded vocabulary" which could be used as a guide for textbook writers and for writers of supplementary reading material for the children of primary school level.

10. The enrolment targets for primary education as indicated in the current plans specify achievements of an enrolment ratio of 90 per cent for boys and 60 per cent for girls by 1988; making the national participation rate 75 per cent. These targets imply an average increase of about 6 per cent per annum in the enrolment ratios.

It is worth bearing in mind the fact that enrolment ratios in the past years have never increased by more than 2-3 per cent per annum if only traditional methods of education at this level are deployed. These targets may be achieveable only when large scale innovational approaches are adopted which have been recommended in the report. Problems such as reduction of drop-outs, improved management and supervision, better physical facilities, and improved accessibility particularly in rural areas would have to be tackled on a priority basis through innovational methods.

A combination of formal and non-formal methods involving flexible and less structured programmes would be a pre-requisite for any significant break-through in this sector. With all these measures taken it may be possible to achieve universalization of primary education for boys within five to eight years and for girls within eight to ten years.

Annex

MEMBERS OF THE STEERING COMMITTEE

Mr. A.G. Mufti — Chairman
Director-General
Academy of Educational Planning and Management

Mrs. Sabiha Syed
Director-General
Women's Division
Islamabad

Dr. (Miss) Iftikhar Hassan
Dean
Allama Iqbal Open University
Islamabad

Begum Fateh Khan Bandial
President, All Pakistan Women's Association
Islamabad

Mrs. M.F. Siddiqui
Retired Chief
Educational Planning Division
Islamabad

Mrs. Shams Abbasi
Retired Directress
Curriculum Research and Development Centre
Hyderabad

Dr. Feroze Yasmin
Consultant (Education)
Federal Public Services Commission
Islamabad

Dr. (Miss) Rifaat Rashid
University of the Punjab
Lahore

Directress Schools
Quetta Division
Government of Baluchistan

Miss R.A. Bhatti
Additional Directress
Government of NWFP
Peshawar

Prof. Laeeq Ahmad Khan
OSD/Chief
Primary and Non-Formal Education Wing
Ministry of Education
Islamabad

Dr. Sarfraz Khawaja
Senior Specialist
Academy of Educational Planning and Management, Islamabad

SELECTED APEID PUBLICATIONS
RELATING TO UNIVERSALIZATION OF PRIMARY EDUCATION

* *Education of disadvantaged groups and multiple class teaching; studies and innovative approaches; report. 1981*

Multiple class teaching and education of disadvantaged groups; national studies: India, Sri Lanka, Philippines, Republic of Korea. 1982

Learning needs and problems in primary education; report. 1983. (2 vols.)

Training of educational personnel for integrated curriculum; report. 1984

Towards universalization of primary education in Asia and the Pacific; country studies (of 12 countries) and a regional overview. 1984

Mutual co-operation for schools development; some experiences from Asia and the Pacific; report. 1985

Grass roots networking for primary education; case studies: Thailand, Sri Lanka, Philippines, Japan. 1985

Towards equality of educational opportunity; inter-country exchange of experiences; report of the visits of the Panel on the Education of Girls. 1985

Formal and non-formal education: co-ordination and complementarity; report. 1986

Education of girls in Asia and the Pacific; report. 1986

Raising the achievement level of children in primary education; report. 1986

In-service training and tomorrow's primary education; report. 1987

Coping with drop-out; a handbook. 1987

Education in difficult contexts; report. 1987

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* Out of stock

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